UNITED NATIONS

DP

Executive Board of the United Nations Development Programme and of the United Nations Population Fund

Distr.
GENERAL

DP/CCF/SEN/1
2 July 1997
ENGLISH
ORIGINAL: FRENCH

Third regular session 1997
15-19 September 1997, New York
Item 6 of the provisional agenda
UNDP

UNDP: COUNTRY COOPERATION FRAMEWORKS AND RELATED MATTERS

FIRST COUNTRY COOPERATION FRAMEWORK FOR SENEGAL (1997-2001)

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INTRODUCTION

1. In accordance with the directives relating to the new programming arrangements adopted by the UNDP Executive Board (decisions 95/22 and 95/23), the Government of Senegal has drawn up the present framework for cooperation with UNDP for the period 1997-2001.

2. In this country cooperation framework, the Government of Senegal recalls its priorities and indicates the nature and scope of the assistance it expects from UNDP.

3. This framework reflects the completion of the formulation of Senegal's sixth programme of cooperation with UNDP, which began with the mid-term review of the fifth programming cycle, carried out in December 1995. The present document has therefore been drawn up in the light of the conclusions of that review, as well as in the light of the strategic guidelines adopted by the Government of Senegal, which are set out in the following planning documents: the national strategy for sustainable development, 1995-2000, presented at the third meeting of the Consultative Group; the ninth economic and social development plan (1996-2001) and the country strategy note.

4. Taking into account the new UNDP mandate and its own strategic development objectives, the Government will seek assistance from UNDP in the fields of poverty alleviation and good governance.

I. DEVELOPMENT SITUATION FROM A SUSTAINABLE HUMAN DEVELOPMENT PERSPECTIVE

5. Senegal is a Sahelian country situated in the far west of the African continent, with an area of 196,722 km^2. Its population is estimated at 8,346,996.

Economic performance

6. During the 1970s and 1980s the poor performance of the Senegalese economy was exacerbated by rapid population growth (2.7 per cent annually), continuing drought, an increase in external debt estimated at an average of 71 per cent of gross domestic product (GDP) for the period 1988-1995, and stagnant, or even reduced, levels of investment.

7. Since 1994, the devaluation of the CFA franc, together with the implementation of major structural reforms, has contributed to an improvement in the economic situation. The GDP growth rate, negative in 1993, has been positive since 1994, and has been estimated at 4.8 per cent and 5.2 per cent for 1995 and 1996 respectively. Furthermore, the budget deficit has been reduced from 8 per cent of GDP in 1981 to 3.2 per cent in 1995 and 2 per cent in 1996.

8. These positive macro-economic developments are, however, too recent to have been translated into real progress in terms of human development. It would appear obvious that, in order to consolidate the gains of recent years and

promote sustainable development, Senegal must build national capacity and strengthen good governance through increased involvement of the general public in decision-making and management of the economy.

Human development

9. According to the survey on priorities carried out in 1992, approximately 33 per cent of households live below the poverty line, defined as being the expenditure necessary to ensure for each person in the household 2,400 calories per day. As a result, 29 per cent of children suffer retarded growth due to malnutrition, child mortality rates are estimated at 81 per 1,000 live births, and maternal mortality at 510 per 100,000 live births. On average, one health centre serves 155,000 people, and there is one doctor for every 13,500 inhabitants. About 67 per cent of adults - 77 per cent of women - are illiterate. Access to the labour market remains poor, as is illustrated by an urban rate of unemployment estimated at around 24 per cent.

10. Almost all indicators are below international norms. In view of the situation, the Government of Senegal has set itself a number of human development goals to be achieved by 2001, and is depending on assistance from UNDP and other bilateral and multilateral cooperation agencies in order to realize those goals. The updating of social indicators through the preparation of a national report on human development by the end of 1997 will make it easier to target the kind of cooperation envisaged. The first draft of this report will be drawn up with the help of UNDP during the last quarter of 1997.

Sustainable development

11. Senegal suffers from serious environmental problems of various kinds, including deforestation, which claims 0.7 per cent of forested areas each year; soil destabilization due to constant erosion; a reduction in crop yield and agricultural land of between 3 and 5 per cent each year; and a reduction in biological potential. Strategy documents and plans of action have been prepared as part of the fight against desertification in order to ensure better protection for and preservation of the environment.

Governance

12. Improvements in governance are needed to meet development objectives and take up new challenges. This especially calls for an improvement in the institutional environment, the implementation of reforms that will increase the effectiveness of the civil service, the building of capacities in the management of the economy, and effective decentralization. It will be necessary to rethink the role of the State, and to increase the involvement of, and give greater responsibility to, other actors such as the private sector, civil society and local communities.

Strategic development objectives and areas for cooperation with UNDP

13. In view of the problems to be addressed, the Government has adopted the following strategic development objectives:

(a) Maintain strong and sustained economic growth;

(b) Meet basic human needs in the context of expanding democracy and consolidating peace;

(c) Protect the natural heritage;

(d) Allow for the requirements of future generations.

14. These strategic objectives fully cover the areas of concentration identified in the context of the sixth cycle of cooperation between UNDP and the Government of Senegal, at the time of the mid-term review of the fifth programme and during subsequent consultations. The similarity between Senegal's development objectives and those arising from UNDP's new mandate encourages the Government to request UNDP support for:

(a) The national programme to combat poverty;

(b) The national good-governance programme.

II. RESULTS AND LESSONS OF PAST COOPERATION

15. UNDP assistance to Senegal during the fifth cycle related to activities in the following fields: environment and management of natural resources, promotion of the private sector, management of the economy and improvement of living conditions. In addition to resources allocated under the indicative planning figure (IPF) ($19,844,000), a total of $25,101,000 from other UNDP-administered funds contributed to the financing of the programme.

16. With regard to the improvement of living conditions, positive results have been obtained in fields related to the prevention and control of AIDS, the economic advancement of women's groups, the supply of drinking water and sanitation in rural areas. In addition to these direct actions, UNDP support in the formulation of strategies, plans and programmes, particularly in relation to the environment, management of the economy, poverty alleviation and the advancement of women, have also had a positive impact. Lastly, support for the private sector has, in particular, made it possible to stimulate the interest of private national economic operators and to create conditions favourable for investment in leading industries.

III. PROPOSED STRATEGY AND THEMATIC AREAS

17. The encouraging results achieved by Senegal following the macro-economic reforms carried out since the beginning of the 1990s have not always been followed by sustainable human development. This has led the Government to develop a coherent and realistic strategy for its cooperation with UNDP.

18. This strategy, already set forth in the country strategy note, drafted with the help of the United Nations system, focuses on: (a) strengthening macro-economic and institutional frameworks; (b) correcting unfavourable

demographic trends and developing human resources; (c) preserving the environment and improving living conditions; (d) reducing regional imbalances, particularly through the provision of basis infrastructure; and (e) strengthening production capacities.

19. UNDP assistance - which is intended to have a quantifiable impact on the well-being of the target populations and strengthen the capacities of national structures for improved governance - will generally play a catalytic and coordinating role aimed at maximizing the input of other donors.

20. UNDP assistance in carrying out this strategy will be specifically focused on taking concerted action to promote sustainable human development and put it into practice.

21. This assistance will consist in supporting sectoral initiatives to define or improve policies or strategies in the field of sustainable human development. It will also take the form of participation in the contemplation of and sectoral discussions on themes linked to sustainable human development.

22. With regard to putting sustainable human development into practice, UNDP will continue its support to the Government of Senegal for poverty alleviation and the advancement of good governance.

23. UNDP assistance for each of the programmes identified will be as follows:

A. National programme to combat poverty

24. The medium-term objective of the national programme to combat poverty is to reduce poverty rates by ensuring:

(a) Increased incomes of the population through an active policy of promoting micro-enterprises and income-generating activities;

(b) Improved coverage of the basic needs of the people;

(c) Better monitoring of household living conditions and strengthening of capacities at the grass-roots level.

25. UNDP support for the national programme to combat poverty will be concentrated in the Tambacounda and Diourbel regions and the outskirts of Dakar, which, according to the survey on priorities carried out in 1992 and the document presenting the national programme to combat poverty, are among the poorest areas of the country.

26. In order to have the greatest effect, UNDP assistance will focus on three fundamental aspects:

(a) Job creation and income-generation for the poorest groups of society: it is intended to target promising sectors and determine the actions and type of environment needed in order to create jobs and generate income in peri-urban and rural areas. In adopting a local approach, UNDP assistance will aim to exploit

in a rational manner the natural and human potential of the regions selected, while at the same time preserving the environment;

(b) Improvement of the social safety net for the most vulnerable groups of the population: the focus will be on improving the quality of infrastructure and basic services with regard to health, drinking-water supply and basic education;

(c) Strengthening of national capacities to combat poverty: in this field, action will be needed at several levels. In particular, it will involve establishing a framework for concerted local action and sustained collaboration among decentralized structures (local and village communities and non-governmental organizations). UNDP will help to set up a flexible institutional framework designed to make the most of the variety of experience and knowledge at local, regional and national levels.

B. Support for the governance programme

27. With regard to governance, over the next few years Senegal must make every effort to improve the effectiveness of the civil service, strengthen economic management capacities and implement decentralization. UNDP will provide assistance to the Government in these three specific areas and will help to mobilize resources and coordinate external aid in order to implement programmes in these fields.

28. The search for greater effectiveness in the work of the civil service is becoming a preoccupation voiced increasingly by the private sector and civil society. The assistance envisaged should result in the formulation of a programme for the reform of the civil service, the implementation of which will require internal and external resources that UNDP, in partnership with the World Bank, will help to mobilize.

29. Having, with the support of UNDP, carried out an analysis of the instruments of economic policy, the Government has identified the economic management functions considered essential. In this context, UNDP, in partnership with the World Bank and the International Monetary Fund, will provide support for: (a) strengthening of the capacities of technical ministries for the identification, evaluation and management of programmes and projects, (b) rationalization of the institutional framework for the programming of public investments at the level of the Ministry of the Economy, Finance and Planning, (c) improvement of the management and coordination of aid, and (d) preparation and organization of sectoral consultations with Senegal's partners in development.

30. Although progress has been made in disengaging the State from the production process and in harmonizing the business legal environment, Senegal still has serious problems with respect to decentralization. The transfer of responsibility from the central administration to local communities will be facilitated by the development of their capacities with regard to the design of development programmes and the search for finance, and also with regard to implementation, monitoring and evaluation. Local communities must also develop

the ability to negotiate and coordinate with the State as well as with external partners and non-governmental organizations.

31. UNDP, in cooperation with other donors, could help Senegal to decentralize by facilitating the design, implementation, monitoring and evaluation of regional and local development plans and programmes. The decentralized communities that are to benefit from UNDP assistance will be chosen from the three priority regions of Tambacounda, Diourbel and the outskirts of Dakar. In this way, UNDP will put to good use the experience gained from the land-management plan drawn up by the Government of Senegal with UNDP support during the fifth programming cycle.

IV. MANAGEMENT ARRANGEMENTS

32. In accordance with the conclusions of the mid-term review of the fifth cycle, current cooperation between Senegal and UNDP will focus on and strengthen the programme approach and national execution.

The programme approach

33. With a view to strengthening the programme approach, the UNDP cooperation framework for Senegal will focus on defining or refining strategies and on developing, monitoring and evaluating national programmes in the areas selected, namely, poverty alleviation and good governance.

34. In administering the assistance envisaged for combating poverty, the Government will seek to overcome the difficulties encountered during the fifth cycle in implementation of the programme approach through the adoption of a national strategy and a plan to combat poverty drawn up with the support, in particular, of UNDP. With respect to the programme's second area of concentration - good governance - initial UNDP action will be aimed at supporting the Government in formulating a national strategy on which the programme will be based.

National execution

35. As a result of the mid-term review of the fifth programming cycle, it was concluded that the difficulties in implementing national execution procedures were basically due to the fact that the national authorities had not mastered them. In order to overcome those difficulties, the well-established national structures will be strengthened and given more responsibility. The procedures have already been clearly set forth in a procedures manual which will be widely distributed and will provide the focus for training seminars.

36. Furthermore, the UNDP programme, while harnessing the skills to be found in non-governmental institutions and bodies (the university, private sector and non-governmental organizations), will focus on the adaptation and assimilation of the various activities with a view to ensuring their replicability and sustainability.

37. Since poverty alleviation calls for action at the local community level, it is expected that national execution will be reinforced by use of the services of national volunteers and the strengthening of South-South exchanges as part of technical cooperation among developing countries. The experience of United Nations bodies will also be used in order to reinforce the process of generalizing national execution.

Monitoring and evaluation

38. In order to ensure the monitoring and evaluation of the cooperation framework, several procedures will be called upon, in particular the following:

(a) A joint committee (UNDP/Ministry of the Economy, Finance and Planning) will meet every two months in order to assess the progress of the various programmes;

(b) Technical surveys will be carried out annually in order to ensure good technical execution of the programmes;

(c) A mid-term review will examine all aspects of implementation of the UNDP cooperation framework for Senegal. The resulting recommendations will enable corrective measures to be taken as it is implemented.

Mobilization and allocation of resources

39. In the field of sustainable human development, as previously mentioned, the Government expects UNDP to act as a catalyst and to support the coordination of foreign aid. To this end, Senegal is advocating a two-stage strategy. This will consist, on the one hand, in the effective mobilization of internal UNDP resources (target for resource assignment from the core (TRAC), United Nations Capital Development Fund (UNCDF), United Nations Office to Combat Desertification and Drought (UNSO), Global Environment Facility (GEF), Africa 2000 Network) and, on the other hand, in mobilizing complementary funding from other development partners.

40. UNDP core funds for this programming exercise stand at $12,550,000 (including the balance from the fifth cycle). The UNDP-administered resources to be available during the sixth cycle currently stand at $5,683,000.

Annex

RESOURCE MOBILIZATION TARGET TABLE FOR SENEGAL (1997-2001)

(In thousands of United States dollars)

Source	Amount	Comments
UNDP CORE FUNDS		
Estimated IPF carry-over	75	
TRAC 1.1.1	11 847	Assigned immediately to country.
TRAC 1.1.2	0 to 66.7 per cent of TRAC 1.1.1	This range of percentages is presented for initial planning purposes only. The actual assignment will depend on the availability of high-quality programmes. Any increase in the range of percentages would also be subject to availability of resources.
SPPD/STS	628	
Subtotal	12 550[a]	
NON-CORE FUNDS		
Government cost-sharing	-	
Sustainable development funds	-	Global Environment Facility
GEF	450	
Third-party cost-sharing	-	
Funds administered by UNDP, funds for special projects and other funds	5 233	
	of which:	
UNCDF	3 553	
UNSO	1 530	
Poverty fund	150	
Subtotal	5 683	
GRAND TOTAL	18 233[a]	

[a] Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: GEF = Global Environment Facility; IPF = indicative planning figure; SPPD = support for policy and programme development; STS = support for technical services; and TRAC = target for resource assignment from the core; UNCDF = United Nations Capital Development Fund; UNSO = Office to Combat Desertification and Drought.